

DECISION DOCUMENT
NATIONWIDE PERMIT 12

This document discusses the factors considered by the Corps of Engineers (Corps) during the modification process for this Nationwide Permit (NWP). This document contains: (1) the public interest review required by Corps regulations at 33 CFR 320.4(a)(1) and (2); (2) a discussion of the environmental considerations necessary to comply with the National Environmental Policy Act; and (3) the impact analysis specified in Subparts C through F of the 404(b)(1) Guidelines (40 CFR Part 230). This evaluation of the NWP includes a discussion of compliance with applicable laws, consideration of public comments, an alternatives analysis, and a general assessment of individual and cumulative impacts, including the general potential effects on each of the public interest factors specified at 33 CFR 320.4(a).

1. UTILITY LINE ACTIVITIES. Activities required for the construction, maintenance, and repair of utility lines and associated facilities in waters of the United States as follows:

(i) Utility lines: The construction, maintenance, or repair of utility lines, including outfall and intake structures and the associated excavation, backfill, or bedding for the utility lines, in all waters of the United States, provided there is no change in preconstruction contours. A “utility line” is defined as any pipe or pipeline for the transportation of any gaseous, liquid, liquefiable, or slurry substance, for any purpose, and any cable, line, or wire for the transmission for any purpose of electrical energy, telephone, and telegraph messages, and radio and television communication (see Note 1, below). Material resulting from trench excavation may be temporarily sidecast (up to three months) into waters of the United States, provided the material is not placed in such a manner that it is dispersed by currents or other forces. The District Engineer may extend the period of temporary side casting not to exceed a total of 180 days, where appropriate. In wetlands, the top 6" to 12" of the trench should normally be backfilled with topsoil from the trench. Furthermore, the trench cannot be constructed in such a manner as to drain waters of the United States (e.g., backfilling with extensive gravel layers, creating a french drain effect). For example, utility line trenches can be backfilled with clay blocks to ensure that the trench does not drain the waters of the United States through which the utility line is installed. Any exposed slopes and stream banks must be stabilized immediately upon completion of the utility line crossing of each waterbody.

(ii) Utility line substations: The construction, maintenance, or expansion of a substation facility associated with a power line or utility line in non-tidal waters of the United States, excluding non-tidal wetlands adjacent to tidal waters, provided the activity does not result in the loss of greater than 1/2 acre of non-tidal waters of the United States.

(iii) Foundations for overhead utility line towers, poles, and anchors: The construction or maintenance of foundations for overhead utility line towers, poles, and anchors in all waters of the United States, provided the foundations are the minimum size necessary and

separate footings for each tower leg (rather than a larger single pad) are used where feasible.

(iv) Access roads: The construction of access roads for the construction and maintenance of utility lines, including overhead power lines and utility line substations, in non-tidal waters of the United States, excluding non-tidal wetlands adjacent to tidal waters, provided the discharge does not cause the loss of greater than 1/2 acre of non-tidal waters of the United States. Access roads shall be the minimum width necessary (see Note 2, below). Access roads must be constructed so that the length of the road minimizes the adverse effects on waters of the United States and as near as possible to preconstruction contours and elevations (e.g., at grade corduroy roads or geotextile/gravel roads). Access roads constructed above preconstruction contours and elevations in waters of the United States must be properly bridged or culverted to maintain surface flows.

The term “utility line” does not include activities which drain a water of the United States, such as drainage tile or french drains; however, it does apply to pipes conveying drainage from another area. For the purposes of this NWP, the loss of waters of the United States includes the filled area plus waters of the United States that are adversely affected by flooding, excavation, or drainage as a result of the project. Activities authorized by paragraphs (i) through (iv) may not exceed a total of 1/2 acre loss of waters of the United States. Waters of the United States temporarily affected by filling, flooding, excavation, or drainage, where the project area is restored to preconstruction contours and elevations, are not included in the calculation of permanent loss of waters of the United States. This includes temporary construction mats (e.g., timber, steel, geotextile) used during construction and removed upon completion of the work. Where certain functions and values of waters of the United States are permanently adversely affected, such as the conversion of a forested wetland to a herbaceous wetland in the permanently maintained utility line right-of-way, mitigation will be required to reduce the adverse effects of the project to the minimal level.

Mechanized landclearing necessary for the construction, maintenance, or repair of utility lines and the construction, maintenance, and expansion of utility line substations, foundations for overhead utility lines, and access roads is authorized, provided the cleared area is kept to the minimum necessary and preconstruction contours are maintained as near as possible. The area of waters of the United States that is filled, excavated, or flooded must be limited to the minimum necessary to construct the utility line, substations, foundations, and access roads. Excess material must be removed to upland areas immediately upon completion of construction. This NWP may authorize utility lines in or affecting navigable waters of the United States, even if there is no associated discharge of dredged or fill material (See 33 CFR Part 322).

Notification: The permittee must notify the District Engineer in accordance with General Condition 13, if any of the following criteria are met:

- (a) Mechanized land clearing in a forested wetland for the utility line right-of-way;
- (b) A Section 10 permit is required;
- (c) The utility line in waters of the United States, excluding overhead lines, exceeds 500 feet;
- (d) The utility line is placed within a jurisdictional area (i.e., a water of the United States), and it runs parallel to a stream bed that is within that jurisdictional area;
- (e) Discharges associated with the construction of utility line substations that result in the loss of greater than 1/10 acre of waters of the United States;
- (f) Permanent access roads constructed above grade in waters of the United States for a distance of more than 500 feet; or
- (g) Permanent access roads constructed in waters of the United States with impervious materials. (Sections 10 and 404)

Note 1: Overhead utility lines constructed over Section 10 waters and utility lines that are routed in or under Section 10 waters without a discharge of dredged or fill material require a Section 10 permit; except for pipes or pipelines used to transport gaseous, liquid, liquefiable, or slurry substances over navigable waters of the United States, which are considered to be bridges, not utility lines, and may require a permit from the U.S. Coast Guard pursuant to Section 9 of the Rivers and Harbors Act of 1899. However, any discharges of dredged or fill material associated with such pipelines will require a Corps permit under Section 404.

Note 2: Access roads used for both construction and maintenance may be authorized, provided they meet the terms and conditions of this NWP. Access roads used solely for construction of the utility line must be removed upon completion of the work and the area restored to preconstruction contours, elevations, and wetland conditions. Temporary access roads for construction may be authorized by NWP 33.

Note 3: Where the proposed utility line is constructed or installed in navigable waters of the United States (i.e., Section 10 waters), copies of the PCN and NWP verification will be sent by the Corps to the National Oceanic and Atmospheric Administration, National Ocean Service, for charting the utility line to protect navigation.

General conditions of the NWPs are in the Federal Register announcing the modification of this NWP. Notification requirements, additional conditions, limitations, and restrictions are in 33 CFR Part 330.

2. STATUTORY AUTHORITY:

- (a) Section 10 of the Rivers and Harbors Act of 1899 (33 U.S.C. 403)
- (b) Section 404 of the Clean Water Act (33 U.S.C. 1344)

3. COMPLIANCE WITH RELATED LAWS (33 CFR 320.3):

(a) General:

NWPs are a type of general permit designed to authorize certain activities that have minimal adverse effects on the aquatic environment and generally comply with the related laws cited in 33 CFR 320.3. Activities that result in more than minimal adverse effects on the aquatic environment, individually or cumulatively, cannot be authorized by NWPs. Individual review of each activity authorized by an NWP will not normally be performed, except when preconstruction notification to the Corps is required or when an applicant requests verification that an activity complies with an NWP. Potential adverse impacts and compliance with the laws cited in 33 CFR 320.3 are controlled by the terms and conditions of each NWP, regional and case-specific conditions, and the review process that is undertaken prior to the issuance or modification of NWPs.

The evaluation of this NWP, and related documentation, considers compliance with each of the following laws, where applicable: Sections 401, 402, and 404 of the Clean Water Act; Section 307(c) of the Coastal Zone Management Act of 1972, as amended; Section 302 of the Marine Protection, Research and Sanctuaries Act of 1972, as amended; the National Environmental Policy Act of 1969; the Fish and Wildlife Act of 1956; the Migratory Marine Game-Fish Act; the Fish and Wildlife Coordination Act, the Federal Power Act of 1920, as amended; the National Historic Preservation Act of 1966; the Interstate Land Sales Full Disclosure Act; the Endangered Species Act; the Deepwater Port Act of 1974; the Marine Mammal Protection Act of 1972; Section 7(a) of the Wild and Scenic Rivers Act; the Ocean Thermal Energy Act of 1980; the National Fishing Enhancement Act of 1984; and the Magnuson-Stevens Fishery and Conservation and Management Act. In addition, compliance of the NWP with other Federal requirements, such as Executive Orders and Federal regulations addressing issues such as floodplains, essential fish habitat, and critical resource waters is considered.

(b) Terms and Conditions:

Many NWPs have notification requirements that trigger case-by-case review of certain activities. Two NWP general conditions require case-by-case review of all activities that may adversely affect Federally-listed endangered or threatened species or historic properties (i.e., General Conditions 11 and 12). General Condition 7 restricts the use of NWPs for activities that are located in Federally-designated wild and scenic rivers. None of the NWPs authorize artificial reefs. General Condition 15 prohibits the use of an NWP with other NWPs, except when the acreage loss of waters of the United States does not

exceed the highest specified acreage limit of the NWP used to authorize the single and complete project.

In some cases, activities authorized by an NWP may require other Federal, state, or local authorizations. Examples of such cases include, but are not limited to: activities that are in marine sanctuaries or affect marine sanctuaries or marine mammals; the ownership, construction, location, and operation of ocean thermal conversion facilities or deep water ports beyond the territorial seas; activities that result in discharges of dredged or fill material into waters of the United States and require Section 401 water quality certification; or activities in a state operating under a coastal zone management program approved by the Secretary of Commerce under the Coastal Zone Management Act. In such cases, a provision of the NWP states that an NWP does not obviate the need to obtain other authorizations required by law. [33 CFR 330.4(b)(2)]

Additional safeguards include provisions that allow the Chief of Engineers, division engineers, and/or district engineers to: assert discretionary authority and require an individual permit for a specific activity; modify NWPs for specific activities by adding special conditions on a case-by-case basis; add conditions on a regional or nationwide basis to certain NWPs; or take action to suspend or revoke an NWP or NWP authorization for activities within a region or state. Regional conditions are imposed to protect important regional concerns and resources. [33 CFR 330.4(e) and 330.5]

(c) Review Process:

The analyses in this document and the coordination that was undertaken prior to the modification of the NWP fulfill the requirements of the National Environmental Policy Act (NEPA), the Fish and Wildlife Coordination Act, and other acts promulgated to protect the quality of the environment.

All NWPs that authorize activities which may result in discharges into waters of the United States require Section 401 water quality certification. NWPs that authorize activities within, or affecting land or water uses within a state that has a Federally-approved coastal zone management program, must also be certified as consistent with the state's program. The procedures to ensure that the NWPs comply with these laws are described in 33 CFR 330.4(c) and (d), respectively.

(d) Public Comment and Response:

For a summary of the public comments received in response to the July 21, 1999, Federal Register notice, refer to the preamble in the Federal Register notice announcing the modification of this NWP. The substantive comments received in response to the July 21, 1999, Federal Register notice were used to improve the NWP by changing NWP terms and limits, notification requirements, and/or NWP general conditions, as necessary.

4. INDIVIDUAL AND CUMULATIVE IMPACTS:

(a) General Evaluation Criteria:

This document contains a general assessment of the foreseeable effects of the individual activities authorized by this NWP, the anticipated cumulative effects of those activities, and the potential future losses of waters of the United States that are estimated to occur until the expiration date of the NWP. In the assessment of these individual and cumulative effects, the terms and limits of the NWP, notification requirements, and the standard NWP general conditions are considered. The supplementary documentation provided by division engineers will address how regional conditions affect the individual and cumulative effects of the NWP.

The following evaluation comprises the NEPA analysis, the public interest review specified in 33 CFR 320.4(a)(1) and (2), and the impact analysis specified in Subparts C through F of the 404(b)(1) Guidelines (40 CFR Part 230).

The issuance or modification of an NWP is based on a general assessment of the effects on public interest and environmental factors that are likely to occur as a result of using this NWP to authorize activities in waters of the United States. As such, this assessment must be speculative or predictive in general terms. Since NWPs authorize activities across the nation, projects eligible for NWP authorization may be constructed in a wide variety of environmental settings. Therefore, it is difficult to predict all of the indirect impacts that may be associated with each activity authorized by an NWP. For example, the NWP that authorizes 25 cubic yard discharges of dredged or fill material into waters of the United States may be used to fulfill a variety of project purposes. Indication that a factor is not relevant to a particular NWP does not necessarily mean that the NWP would never have an effect on that factor, but that it is a factor not readily identified with the authorized activity. Factors may be relevant, but the adverse effects on the aquatic environment are negligible, such as the impacts of a boat ramp on water level fluctuations or flood hazards.

Only the reasonably foreseeable direct or indirect effects are included in the environmental assessment of this NWP. Division and district engineers will impose, as necessary, additional conditions on the NWP authorization or exercise discretionary authority to address locally important factors or to ensure that the authorized activity results in no more than minimal individual and cumulative adverse effects on the aquatic environment. In any case, adverse effects will be controlled by the terms, conditions, and additional provisions of the NWP. For example, Section 7 consultation will be required for activities that may affect endangered species.

(b) NEPA Alternatives:

This evaluation includes an analysis of alternatives based on the requirements of NEPA, which requires a more expansive review than the Clean Water Act Section 404(b)(1) Guidelines. The alternatives discussed below are based on an analysis of the potential

environmental impacts and impacts to the Corps, Federal and state resource agencies, general public, and prospective permittees. Since the consideration of off-site alternatives under Section 404(b)(1) does not apply to specific projects authorized by general permits, the alternatives analysis discussed below consists of a general NEPA alternatives analysis for the NWP.

(i) No Action Alternative (no Nationwide Permit):

The no action alternative would not achieve one of the goals of the Corps Nationwide Permit program, which is to reduce the regulatory burden on applicants for activities that result in minimal adverse effects on the aquatic environment, individually or cumulatively.

The no action alternative would also reduce the Corps ability to pursue the current level of review for other activities that have greater adverse effects on the aquatic environment, including activities that require individual permits as a result of the Corps exercising its discretionary authority under the NWP program. The no action alternative would also reduce the Corps ability to conduct compliance actions.

If this NWP is not available, substantial additional resources would be required for the Corps to evaluate these minor activities through the individual permit process, and for the public and Federal and state resource agencies to review and comment on the large number of public notices for these activities. In a considerable majority of cases, when the Corps publishes public notices for proposed activities that result in minimal adverse effects on the aquatic environment, the Corps typically does not receive responses to these public notices from either the public or Federal and state resource agencies. Another important benefit of the NWP program that would not be achieved through the no action alternative is the incentive for project proponents to design their projects so that those activities meet the terms and conditions of an NWP. The Corps believes the NWPs have significantly reduced adverse effects to the aquatic environment because most applicants modify their projects to comply with the NWPs and avoid the delays and costs typically associated with the individual permit process.

In the absence of this NWP, Department of the Army (DA) authorization in the form of another general permit (i.e., regional or programmatic general permits, where available) or individual permits would be required. Corps district offices may develop regional general permits if an NWP is not available, but this is an impractical and inefficient method for activities with minimal individual or cumulative adverse effects on the aquatic environment that are conducted across the Nation. Not all districts would develop these regional general permits for a variety of reasons. The regulated public, especially those companies that conduct work in more than one Corps district, would be adversely affected by the widespread use of regional general permits because of the greater potential for lack of consistency and predictability in the authorization of similar activities with minimal adverse effects on the aquatic environment. These companies would incur greater costs in their efforts to comply with different regional general permit requirements between Corps districts. Nevertheless, in some states Corps districts have issued programmatic general

permits to take the place of this and other NWP. However, this approach only works in states with regulatory programs comparable to the Corps Regulatory Program.

(ii) National Modification Alternatives:

Since the Corps Nationwide Permit program began in 1977, the Corps has continuously strived to develop NWPs that authorize activities that result only in minimal adverse effects on the aquatic environment, individually or cumulatively. Every five years the Corps reevaluates the NWPs during the reissuance process, and may modify an NWP to address concerns for the aquatic environment. Utilizing collected data and institutional knowledge concerning activities authorized by the Corps regulatory program, the Corps constantly reevaluates the potential impacts of activities authorized by NWPs. The Corps also uses substantive public comments on proposed NWPs to assess the expected impacts.

This NWP was developed to authorize utility line activities, including the construction of utility line substations, foundations for overhead utility line towers, poles, and anchors, and permanent access roads, that have minimal adverse effects on the aquatic environment. The Corps has considered alternative acreage limits and applicable waters for this NWP, as well as modifying or adding NWP general conditions, as discussed in the preamble of the Federal Register notice announcing the modification of this NWP.

In the July 21, 1999, Federal Register notice, the Corps received comments on the acreage limits for the activities authorized by this NWP. For the construction, maintenance, and repair of utility lines, commenters recommended acreage limits of 2 acres or 1/3 acre. One commenter recommended a 1/4 acre limit for utility line substations. A commenter suggested a 1 acre limit for foundations for overhead utility line towers, poles, and anchors. One commenter recommended a 1/10 acre limit for access roads.

During its review of the comments received in response to the July 21, 1999, Federal Register notice, the Corps considered lower acreage limits for this NWP. The Corps does not believe that an acreage limit for utility line construction, maintenance, or repair is necessary since these activities usually result only in the temporary loss of wetlands. Likewise, no acreage limit is necessary for the construction or maintenance of foundations for overhead utility line towers, poles, and anchors, because these foundations affect only a small proportion of the waters of the United States on the project site, especially if separate footings are constructed. The 1/2 acre limits for utility line substations and access roads will ensure that this NWP will authorize most activities that result in minimal adverse effects on the aquatic environment, individually and cumulatively.

To ensure that these activities result in minimal adverse effects on the aquatic environment, notification to the district engineer is required if: (a) the project includes mechanized landclearing in a forested wetland for the utility line right-of-way; (b) a Section 10 permit is required; (c) the utility line in waters of the United States, excluding overhead lines, exceeds 500 feet; (d) the utility line is placed within a jurisdictional area (i.e., a water of the United States), and it runs parallel to a stream bed that is within that

jurisdictional area; (e) discharges associated with the construction of utility line substations that result in the loss of greater than 1/10 acre of waters of the United States; (f) permanent access roads constructed above grade in waters of the United States for a distance of more than 500 feet; or (g) permanent access roads constructed in waters of the United States with impervious materials. For those activities that require notification, district engineers can also require additional avoidance and minimization to ensure that the authorized impacts result in minimal adverse effects on the aquatic environment. Through the notification process, district engineers can identify proposed activities that will result in more than minimal adverse effects on the aquatic environment and exercise discretionary authority to require individual permits for the proposed work.

The Corps also considered which types of waters should be included in this NWP. In the July 21, 1999, Federal Register notice, the Corps proposed that this NWP authorize the construction, maintenance, and repair of utility lines in all waters of the United States; the construction of utility line substations in non-tidal waters of the United States, excluding non-tidal wetlands adjacent to tidal waters; the construction of foundations for overhead utility line towers, anchors, and poles in all waters of the United States; and the construction of permanent access roads in non-tidal waters of the United States, excluding non-tidal wetlands adjacent to tidal waters. The comments addressing the applicable waters for the new and modified NWPs are discussed in the preamble to the Federal Register notice announcing the modification of this NWP. The construction, maintenance, and repair of utility lines and the construction and maintenance of foundations for utility line towers, poles, and anchors are authorized in all waters of the United States. The construction of utility line substations and permanent access roads is authorized in non-tidal waters of the United States, excluding non-tidal wetlands adjacent to tidal waters. However, division and district engineers can restrict or prohibit the use of this NWP in high value waters either through regional conditioning or assertion of discretionary authority.

The Corps has also considered modifying existing NWP general conditions and issuing new NWP general conditions. These general conditions provide additional protection for the aquatic environment by ensuring that the activities authorized by NWPs result in minimal adverse effects on the aquatic environment, individually or cumulatively. For example, General Condition 19 requires the permittee to avoid and minimize impacts to waters of the United States on-site to the extent practicable and, if necessary, provide compensatory mitigation to ensure that adverse effects to the aquatic environment are minimal. General Condition 19 has been modified to emphasize the importance of vegetated buffers next to open or flowing waters as a component of compensatory mitigation. Other NWP general conditions ensure that the NWP authorizes only activities with minimal adverse effects on the aquatic environment. For example, General Condition 9 has been modified to require the implementation of a water quality management plan to protect aquatic resources, if the state or Tribal 401 certification agency does not require such a plan.

There are two new NWP general conditions that will provide more protection to the aquatic environment. General Condition 25 restricts the use of this NWP in designated critical resource waters, including adjacent wetlands. Designated critical resource waters include NOAA-designated marine sanctuaries, National Estuarine Research Reserves, coral reefs, state natural heritage sites, and outstanding national resource waters officially designated by the state where those waters are located. District engineers can designate additional critical resource waters, after public notice and opportunity for comment. General Condition 26 requires the permittee to construct the activity in accordance with FEMA or FEMA-approved local floodplain construction requirements to minimize adverse effects to flood flows in 100-year floodplains.

(iii) Regional Modification Alternatives:

An important aspect for the new and modified NWPs is the increased emphasis on regional conditions to address differences in aquatic resource functions and values across the nation. All Corps divisions and districts are expected to add regional conditions to the new and modified NWPs to enhance protection of the aquatic environment and address local concerns. Division engineers can also revoke an NWP if the use of that NWP results in more than minimal adverse effects on the aquatic environment, especially in high value or unique wetlands and other waters.

Corps divisions and districts also monitor and analyze the cumulative adverse effects of the NWPs on a watershed basis, and if warranted, further restrict or prohibit the use of the NWPs to ensure that the NWPs do not authorize activities that result in more than minimal adverse effects on the aquatic environment. To the maximum extent practicable, division and district engineers will use regulatory databases and institutional knowledge about the typical adverse effects of activities authorized by NWPs, as well as substantive public comments, to assess the individual and cumulative adverse effects on the aquatic environment resulting from regulated activities. When conducting this assessment, division and district engineers can only consider those activities regulated by the Corps under Section 10 of the Rivers and Harbors Act, Section 404 of the Clean Water Act, and Section 103 of the Marine Protection, Research, and Sanctuaries Act of 1972. Adverse impacts resulting from activities outside of the Corps scope of analysis, such as the construction or expansion of upland developments, cannot be considered in the Corps analysis of cumulative adverse effects on the aquatic environment.

(iv) Case-specific On-site Alternatives:

Although the terms and conditions for this NWP have been established at the national level to authorize most activities that have minimal adverse effects on the aquatic environment, division and district engineers have the authority to impose case-specific special conditions on NWP authorizations to ensure that the authorized work will result in minimal adverse effects.

General Condition 19 requires that the permittee minimize and avoid impacts to waters of the United States on-site to the maximum extent practicable. Off-site alternatives cannot be considered for activities authorized by NWPs. During the evaluation of a preconstruction notification, the District Engineer may determine that additional avoidance and minimization is practicable. The District Engineer may also condition the NWP authorization to require compensatory mitigation to offset losses of waters of the United States and ensure that the net adverse effects on the aquatic environment are minimal. As another example, the NWP authorization can be conditioned to prohibit the permittee from conducting the work during specific times of the year to protect spawning fish and shellfish. If the proposed work will result in more than minimal adverse effects on the aquatic environment, then the District Engineer will exercise discretionary authority and require an individual permit. Discretionary authority can be asserted where there are concerns for the aquatic environment, including high value aquatic habitats. The individual permit review process requires a project-specific alternatives analysis, including the consideration of off-site alternatives, and a public interest review.

(c) Impact Analysis

(i) General:

This NWP authorizes the construction, maintenance, or repair of utility lines, the construction or expansion of utility line substations, the construction or maintenance of foundations for overhead utility line towers, poles, and anchors, and the construction of access roads for the construction and maintenance of utility lines. The construction, maintenance, or repair of utility lines and the construction or maintenance of foundations for overhead utility line towers, poles, and anchors are authorized in all waters of the United States. For the construction of utility line substations and access roads, this NWP is limited to discharges of dredged or fill material into non-tidal waters, excluding non-tidal wetlands adjacent to tidal waters. There is no acreage limit for the construction, maintenance, or repair of utility lines and the construction or maintenance of foundations for overhead utility line towers, poles, and anchors. Discharges of dredged or fill material for the construction of utility line substations or the construction of permanent access roads cannot result in the loss of greater than 1/2 acre of non-tidal waters of the United States, excluding non-tidal wetlands adjacent to tidal waters.

Notification to the district engineer is required for: (a) mechanized landclearing in a forested wetland for the utility line right-of-way; (b) utility line activities that require a Section 10 permit; (c) utility lines in waters of the United States, excluding overhead lines, that exceed 500 feet; (d) utility lines that are placed within a jurisdictional area (i.e., a water of the United States), and run parallel to a stream bed that is within that jurisdictional area; (e) discharges associated with the construction of utility line substations that result in the loss of greater than 1/10 acre of waters of the United States; (f) permanent access roads constructed above grade in waters of the United States for a distance of more than 500 feet; or (g) permanent access roads constructed in waters of the

United States with impervious materials. The notification requirements allow district engineers to review certain activities on a case-by-case basis to ensure that the adverse effects of those activities on the aquatic environment are minimal. If the District Engineer determines that the adverse effects of a particular project are more than minimal after considering mitigation, then discretionary authority will be asserted and the applicant will be notified that another form of DA authorization, such as a regional general permit or individual permit, is required (see 33 CFR 330.4(e) and 330.5).

Additional conditions can be placed on proposed activities on a regional or case-by-case basis to ensure that the work has minimal adverse effects on the aquatic environment. Regional conditioning of this NWP will be used to account for differences in aquatic resource functions and values across the country, ensure that the NWP authorizes only those activities with minimal individual or cumulative adverse effects on the aquatic environment, and allow each Corps district to prioritize its workload based on where its efforts will best serve to protect the aquatic environment. Regional conditions can prohibit the use of an NWP in certain waters (e.g., high value waters or specific types of wetlands or waters), lower notification thresholds, or require notification for all work in certain watersheds or types of waters. Specific NWPs can also be revoked on a geographic or watershed basis where the adverse effects resulting from the use of those NWPs are more than minimal.

In high value waters, division and district engineers can: 1) prohibit the use of the NWP in those waters and require an individual permit or regional general permit; 2) decrease the acreage limit for the NWP; 3) lower notification thresholds of the NWP to require notification for activities with smaller impacts in those waters; 4) require notification for all activities in those waters; 5) add regional conditions to the NWP to ensure that the adverse environmental effects are minimal; or 6) for those activities that require notification, add special conditions to NWP authorizations, such as compensatory mitigation requirements, to ensure that the adverse effects on the aquatic environment are minimal. NWPs can authorize activities in high value waters as long as the individual and cumulative adverse effects on the aquatic environment are minimal.

The construction and use of fills for temporary access for construction may be authorized by NWP 33 or regional general permits issued by division or district engineers. The related work must meet the terms and conditions of the specified permit(s). If the discharge is dependent on portions of a larger project that require an individual permit, this NWP will not apply. [See 33 CFR 330.6(c) and (d)]

(ii) Public interest review factors (33 CFR 320.4(a)(1)):

For each of the 20 public interest review factors, the extent of the Corps consideration of expected impacts resulting from the use of this NWP is discussed, as well as the reasonably foreseeable cumulative adverse effects that are expected to occur. The Corps decision process involves consideration of the benefits and detriments that may result from

the activities authorized by this NWP.

(a) Conservation: The activities authorized by this NWP may modify the natural resource characteristics of the project area. Compensatory mitigation, if required for activities authorized by this NWP, will result in the restoration, enhancement, creation, or preservation of aquatic habitats that will offset losses to conservation values. The adverse effects of activities authorized by this NWP on conservation will be minor, since the NWP authorizes only those activities with minimal adverse effects on the aquatic environment and the Corps scope of analysis is usually limited to impacts to aquatic resources.

(b) Economics: Utility line activities will have positive impacts on the local economy. During construction, these activities will generate jobs and revenue for local contractors as well as revenue to building supply companies that sell construction materials. Utility lines provide energy, potable water, telecommunications, and other services to residences and schools, as well as factories, offices, stores, and other places of business, to allow those facilities to operate.

(c) Aesthetics: Utility line activities will alter the visual character of some waters of the United States. The extent and perception of these changes will vary, depending on the size and configuration of the activity, the nature of the surrounding area, and the public uses of the area. Utility line activities authorized by this NWP can also modify other aesthetic characteristics, such as air quality and the amount of noise. The increased human use of the project area and surrounding land will also alter local aesthetic values.

(d) General environmental concerns: Activities authorized by this NWP will affect general environmental concerns, such as water, air, noise, and land pollution. The authorized work will also affect the physical, chemical, and biological characteristics of the environment. The adverse effects of the activities authorized by this NWP on general environmental concerns will be minor, since the NWP authorizes only those activities with minimal adverse effects on the aquatic environment. Adverse effects to the chemical composition of the aquatic environment will be controlled by General Condition 18, which states that the material used for construction must be free from toxic pollutants in toxic amounts. General Condition 19 requires mitigation to minimize adverse effects to the aquatic environment through on-site avoidance and minimization. Compensatory mitigation may be required by district engineers to ensure that the net adverse effects on the aquatic environment are minimal. It is important to note that the Corps scope of analysis is usually limited to impacts to aquatic resources. Specific environmental concerns are addressed in other sections of this document.

(e) Wetlands: Discharges of dredged or fill material into waters of the United States for utility line activities may result in the destruction of wetlands. For the construction or maintenance of utility lines impacts to wetlands will be temporary, unless the site contains forested wetlands. The construction of utility line substations and access roads will result in the permanent loss of wetlands. Wetlands may also be converted to other uses and

habitat types. Forested wetlands will not be allowed to grow back in the utility line right-of-way so that the utility line will not be damaged and can be easily maintained. Only shrubs and herbaceous plants will be allowed to grow in the right-of-way. Some wetlands may be temporarily impacted by the work when used as temporary staging areas and access roads. These wetlands will be restored, unless the District Engineer authorizes another use for the area, but the plant community may be different, especially if the site was originally forested.

Wetlands provide habitat, including foraging, nesting, spawning, rearing, and resting sites for aquatic and terrestrial species. The destruction of wetlands may alter natural drainage patterns. Wetlands reduce erosion by stabilizing the substrate. Wetlands also act as storage areas for stormwater and flood waters. Wetlands may act as groundwater discharge or recharge areas. The loss of wetland vegetation will adversely affect water quality because these plants trap sediments, pollutants, and nutrients and transform chemical compounds. Wetland vegetation also provides habitat for microorganisms that remove nutrients and pollutants from water. Wetlands, through the accumulation of organic matter, act as sinks for some nutrients and other chemical compounds, reducing the amounts of these substances in the water.

General Condition 19 requires on-site avoidance and minimization of impacts to waters of the United States, including wetlands. Compensatory mitigation may be required to offset losses of waters of the United States so that the net adverse effects on the aquatic environment are minimal. General Condition 25 restricts the use of this NWP in designated critical resource waters, which may include high value wetlands. General Condition 26 requires the permittee to construct the activity in accordance with FEMA or FEMA-approved local floodplain construction requirements to minimize adverse effects to flood flows in 100-year floodplains. Division engineers can regionally condition this NWP to restrict or prohibit its use in high value wetlands. District engineers will also exercise discretionary authority to require an individual permit if high value wetlands will be affected by the work and the work will result in more than minimal adverse effects on the aquatic environment. District engineers can also add case-specific special conditions to the NWP authorization to reduce impacts to wetlands or require compensatory mitigation to offset losses of wetlands.

(f) Historic properties: General Condition 12 states that the NWPs cannot authorize activities that affect historic properties listed, or eligible for listing in, the National Register of Historic Places, until the District Engineer has complied with 33 CFR Part 325, Appendix C. The provisions of Appendix C ensure that activities authorized by NWPs comply with the National Historic Preservation Act.

(g) Fish and wildlife values: This NWP authorizes certain utility line activities in all waters of the United States. Discharges of dredged or fill material into waters of the United States for the construction of utility line substations and access roads is limited to non-tidal waters, excluding non-tidal waters adjacent to tidal waters. These waters provide

habitat to many species of fish and wildlife. Activities authorized by this NWP may alter the habitat characteristics of streams, wetlands, and other waters of the United States, decreasing the quantity and quality of fish and wildlife habitat. The construction of utility line right-of-ways may fragment existing habitat and increase the amount of edge habitat in the area, causing changes in local species composition. Wetland, riparian, and estuarine vegetation provides food and habitat for many species, including foraging areas, resting areas, corridors for wildlife movement, and nesting and breeding grounds. Open waters provide habitat for fish and other aquatic organisms. Fish and other motile animals will avoid the project site during construction and maintenance. Woody riparian vegetation shades streams, which reduces water temperature fluctuations and provides habitat for fish and other aquatic animals. Riparian and estuarine vegetation provides organic matter that is consumed by fish and aquatic invertebrates. Woody riparian vegetation creates habitat diversity in streams when trees and large shrubs fall into the channel, forming snags that provide habitat and shade for fish. The morphology of a stream channel may be altered by activities authorized by this NWP, which can affect fish populations. However, notification is required for certain activities authorized by this NWP, which provides district engineers with opportunities to review those activities, assess potential impacts on fish and wildlife values, and ensure that the authorized work results in minimal adverse effects on the aquatic environment. Compensatory mitigation may be required by district engineers to restore, enhance, create, and/or preserve wetlands and other aquatic habitats to offset losses of waters of the United States. Vegetated buffers next to open and flowing waters may also be required as compensatory mitigation. These methods of compensatory mitigation will provide fish and wildlife habitat values.

General Condition 4 will reduce adverse effects to fish and other aquatic species by prohibiting activities that substantially disrupt the movement of indigenous aquatic species, unless the primary purpose of the activity is to impound water. Compliance with General Conditions 17 and 20 will ensure that the authorized work has minimal adverse effects on shellfish beds and spawning areas, respectively. The authorized work cannot have more than minimal adverse effects on breeding areas for migratory waterfowl, due to the requirements of General Condition 23.

Pursuant to Section 305(b)(2) of the Magnuson-Stevens Fishery and Conservation Management Act, the Corps entered into programmatic Essential Fish Habitat consultation with the NMFS. As discussed elsewhere in this document (i.e., Section 4(c)(ii)(g), Section 4(c)(iii)(h), and Section 4(c)(iii)(l)), the NWPs contain provisions that will ensure that impacts to Essential Fish Habitat are minimal, individually or cumulatively. Division and district engineers can impose regional and special conditions to ensure that activities authorized by this NWP will result in minimal adverse effects on Essential Fish Habitat.

(h) Flood hazards: The activities authorized by this NWP may affect the flood-holding capacity of the 100-year floodplain, including surface water flow velocities. Changes in the flood-holding capacity of the 100-year floodplain may impact human health, safety, and welfare. To minimize these adverse effects, General Condition 26 requires the

permittee to construct the activity in accordance with FEMA or FEMA-approved local floodplain construction requirements to minimize adverse effects to flood flows in 100-year floodplains. Compliance with General Condition 21 will also reduce flood hazards. This general condition requires the permittee to maintain, to the maximum extent practicable, preconstruction surface flow rates from the site and avoid relocating or redirecting water. It is important to note that much of the land area within 100-year floodplains is upland, and outside of the Corps scope of review.

(i) Floodplain values: Activities authorized by NWP 12 may adversely affect the flood-holding capacity of the floodplain, as well as other floodplain values. The fish and wildlife habitat values of floodplains will be adversely affected by activities authorized by this NWP, by modifying or eliminating areas used for nesting, foraging, resting, and reproduction. The water quality functions of floodplains may also be adversely affected by these activities. Modification of the floodplain may also adversely affect other hydrological processes, such as groundwater recharge.

In many cases, compensatory mitigation will be required for activities authorized by this NWP, which will offset losses of waters of the United States and provide water quality functions and wildlife habitat. General Condition 19 requires on-site avoidance and minimization of impacts to waters of the United States to the maximum extent practicable, which will reduce losses of floodplain values. General Condition 26 requires the permittee to construct the activity in accordance with FEMA or FEMA-approved local floodplain construction requirements to minimize adverse effects to flood flows in 100-year floodplains. The requirements of General Conditions 19 and 26 will minimize adverse effects to floodplain values, such as flood storage capacity, wildlife habitat, fish spawning areas, and nutrient cycling for aquatic ecosystems. Compliance with General Condition 21 will also ensure that activities in 100-year floodplains will not cause more than minimal adverse effects on flood storage and conveyance.

(j) Land use: Activities authorized by this NWP will often change the land use from natural to developed. The installation of utility lines may induce more development in the vicinity of the project. Since the primary responsibility for land use decisions is held by state, local, and Tribal governments, the Corps scope of analysis is limited to significant issues of overriding national importance, such as navigation and water quality (see 33 CFR 320.4(j)(2)).

(k) Navigation: Activities authorized by this NWP will not adversely affect navigation, because these activities must comply with General Condition 1. This NWP requires notification for all work in Section 10 waters, which will allow district engineers to review the notification and determine if the proposed work will adversely affect navigation.

(l) Shore erosion and accretion: The activities authorized by this NWP will have minor direct effects on shore erosion and accretion processes, since the NWP does not authorize the construction of utility line substations or access roads in tidal waters. The

construction of utility lines and foundations for overhead utility line towers, poles, and anchors, will have minimal adverse effects on shore erosion and accretion. However, NWP 13, regional general permits, or individual permits may be used to authorize bank stabilization projects associated with utility line activities, which may affect shore erosion and accretion.

(m) Recreation: Activities authorized by this NWP may change the recreational uses of the area. Certain recreational activities, such as bird watching, hunting, and fishing may no longer be available in the area. Some utility line activities may eliminate certain recreational uses of the area.

(n) Water supply and conservation: Activities authorized by this NWP may adversely affect both surface water and groundwater supplies. Activities authorized by this NWP can also affect the quality of water supplies by adding pollutants and toxic chemicals to surface waters and groundwater, but many causes of water pollution, such as discharges regulated under Section 402 of the Clean Water Act, are outside the Corps scope of analysis. Some water pollution concerns can be addressed through the water quality management plan that may be required for activities authorized by this NWP. The quantity and quality of local water supplies may be enhanced through the construction of water treatment facilities. Division and district engineers can prohibit the use of this NWP in watersheds for public water supplies, if it is in the public interest to do so. General Condition 16 prohibits discharges in the vicinity of public water supply intakes. Compensatory mitigation required for activities authorized by this NWP may help improve the quality of surface waters.

(o) Water quality: Utility line activities in wetlands and open waters may have adverse effects on water quality. These activities can result in increases in sediments and pollutants in the water. The loss of wetland and riparian vegetation will adversely affect water quality because these plants trap sediments, pollutants, and nutrients and transform chemical compounds. Wetland and riparian vegetation also provides habitat for microorganisms that remove nutrients and pollutants from water. Wetlands, through the accumulation of organic matter, act as sinks for some nutrients and other chemical compounds, reducing the amounts of these substances in the water column. Wetlands and riparian areas also decrease the velocity of flood waters, removing suspended sediments from the water column and reducing turbidity. Riparian vegetation also serves an important role in the water quality of streams by shading the water from the intense heat of the sun. Compensatory mitigation may be required for activities authorized by this NWP, to ensure that the work does not have more than minimal adverse effects on the aquatic environment, including water quality. Wetlands and riparian areas restored, created, enhanced, or preserved as compensatory mitigation may provide local water quality benefits.

During the construction, maintenance, and repair of utility lines and related activities, small amounts of oil and grease from construction equipment may be discharged into the

waterway. Because most of the construction will occur during a relatively short period of time, the frequency and concentration of these discharges are not expected to have more than minimal adverse effects on overall water quality.

This NWP may require Section 401 water quality certification, since it can authorize discharges of dredged or fill material into waters of the United States. Most water quality concerns are addressed by the State or Tribal Section 401 agency. In accordance with General Condition 9, the permittee may be required to develop and implement a water quality management plan that minimizes the degradation of the downstream aquatic environment, including water quality. The Corps will require a water quality management plan, where necessary, if the state or Tribal 401 agency does not require such a plan. A water quality management plan may involve the installation of stormwater management facilities to trap pollutants and the establishment and maintenance of vegetated buffers next to waters of the United States. Vegetated buffers help protect downstream water quality and enhance aquatic habitat.

(p) Energy needs: The utility line activities authorized by this NWP may induce higher rates of energy consumption in the area by making electricity, natural gas, and petroleum products more readily available to consumers. Additional power plants or oil refineries may be needed to meet increases in energy demand, but these issues are beyond the Corps scope of review. This NWP may be used to authorize the expansion of existing infrastructure to provide energy to new developments.

(q) Safety: The utility line activities authorized by this NWP will be subject to Federal, state, and local safety laws and regulations. Therefore, this NWP will not adversely affect the safety of the project area.

(r) Food and fiber production: Activities authorized by this NWP may adversely affect food and fiber production, especially when utility line activities are constructed on agricultural land. Utility line activities usually require easements, which may take some agricultural land out of production. These activities may reduce the amount of available farmland in the nation, unless that land is replaced by converting other land, such as forest, to agricultural land. The loss of farmland is outside of the Corps scope of analysis. Food production may be increased by activities authorized by this NWP. For example, this NWP can authorize the construction or expansion of utility lines that provide energy, water, and other services to commercial food production facilities, such as bakeries, canneries, and meat processing plants.

(s) Mineral needs: Activities authorized by this NWP may increase demand for aggregates and stone, which may be used to construct utility lines, substations, foundations for overhead utility line towers, and access roads. Utility lines authorized by this NWP may increase the demand for other building materials, such as steel, aluminum, and copper, which are made from mineral ores.

(t) Considerations of property ownership: The NWP complies with 33 CFR 320.4(g), which states that an inherent aspect of property ownership is a right to reasonable private use. The NWP provides expedited DA authorization for utility line activities, provided those activities comply with the terms and conditions of the NWP and result in minimal adverse effects on the aquatic environment.

(iii) 404(b)(1) Guidelines Impact Analysis (Subparts C through F):

(a) Substrate: Discharges of dredged or fill material into waters of the United States will alter the substrate of those waters, usually replacing the aquatic area with dry land, and changing the physical, chemical, and biological characteristics of the substrate. The original substrate will be removed or covered by other material, such as concrete, asphalt, soil, gravel, etc. Temporary fills may be placed upon the substrate, but must be removed upon completion of the work (see General Condition 24). Higher rates of erosion may result during construction, but General Condition 3 requires the use of appropriate measures to control soil erosion and sediment.

(b) Suspended particulates/turbidity: Depending on the method of construction, soil erosion and sediment control measures, equipment, composition of the bottom substrate, and wind and current conditions during construction, fill material placed in open waters will temporarily increase water turbidity. Notification is required for certain activities authorized by this NWP, which allows the District Engineer to review those activities and ensure that the adverse effects on the aquatic environment are minimal. Particulates will be resuspended in the water column during removal of temporary fills. The turbidity plume will normally be limited to the immediate vicinity of the disturbance and should dissipate shortly after each phase of the construction activity. General Condition 3 requires the permittee to stabilize exposed soils and other fills, which will reduce turbidity. In many localities, sediment and erosion control plans are required to minimize the entry of soil into the aquatic environment. NWP activities cannot create turbidity plumes that smother important spawning areas downstream (see General Condition 20).

(c) Water: Utility line activities can affect some characteristics of water, such as water clarity, chemical content, dissolved gas concentrations, pH, and temperature. The construction of utility lines, utility line substations, and access roads can change the chemical and physical characteristics of the waterbody by introducing suspended or dissolved chemical compounds or sediments into the water. Changes in water quality can affect the species and quantities of organisms inhabiting the aquatic area. Water quality certification is required for most activities authorized by this NWP, which will ensure that the work does not violate applicable water quality standards. Permittees may be required to implement a water quality management plan to ensure that the authorized work does not result in more than minimal degradation of water quality. Stormwater management facilities may be required to prevent or reduce the input of harmful chemical compounds into the waterbody. The District Engineer may require vegetated buffers next to open waters, such as streams. Vegetated buffers help improve or maintain water quality, by

removing nutrients, moderating water temperature changes, and trapping sediments.

(d) Current patterns and water circulation: Activities authorized by this NWP may adversely affect the movement of water in the aquatic environment. Certain utility line activities require notification to the District Engineer, to ensure that adverse effects to current patterns and water circulation are minimal. Permanent access roads to service a utility line must be constructed as near as possible to preconstruction contours and grades to minimize adverse effects on surface water flows. General Condition 21 requires the authorized activity to be designed to withstand expected high flows and maintain preconstruction surface flow rates from the site to the maximum extent practicable.

(e) Normal water level fluctuations: The activities authorized by this NWP will have negligible adverse effects on normal patterns of water level fluctuations due to tides and flooding. Most utility lines will have little effect on normal water level fluctuations because they occupy a small proportion of the land surface or are installed under the surface of the substrate. To ensure that the NWP does not authorize activities that adversely affect normal flooding patterns, General Condition 26 requires the permittee to construct the activity in accordance with FEMA or FEMA-approved local floodplain construction requirements to minimize adverse effects to flood flows in 100-year floodplains. General Condition 21 requires the permittee to maintain preconstruction surface flow rates from the site to the maximum extent practicable.

(f) Salinity gradients: The activities authorized by this NWP are unlikely to adversely affect salinity gradients, unless the utility line activity is associated with an outfall structure that will release freshwater into marine or estuarine waters, thereby reducing the salinity of those waters in the vicinity of the outfall structure. These adverse effects are likely to be minimal.

(g) Threatened and endangered species: The Corps believes that the procedures currently in place result in proper coordination under Section 7 of the Endangered Species Act (ESA) and ensure that activities authorized by this NWP will not jeopardize the continued existence or any listed threatened and endangered species or result in the destruction or adverse modification of critical habitat. The Corps also believes that current local procedures in Corps districts are effective in ensuring compliance with ESA.

Each activity authorized by an NWP is subject to General Condition 11, which states that "no activity is authorized under any NWP which is likely to jeopardize the continued existence of a threatened or endangered species or a species proposed for such designation, as identified under the Federal Endangered Species Act, or which is likely to modify the critical habitat of such species." In addition, General Condition 11 explicitly states that the NWP does not authorize the taking of threatened or endangered species, which will ensure that permittees do not mistake the NWP authorization as a Federal authorization to take threatened or endangered species. General Condition 11 also requires the applicant to notify the District Engineer if there are endangered or threatened

species in the vicinity of the project.

Under the current Corps regulations (33 CFR 325.2(b)(5)), the District Engineer must review all permit applications for potential impacts on threatened and endangered species or critical habitat. For the NWP program, this review occurs when the District Engineer evaluates the preconstruction notification or request for verification. Based on the evaluation of all available information, the District Engineer will initiate consultation with the U.S. Fish and Wildlife Service (FWS) or National Marine Fisheries Service (NMFS), as appropriate, if he or she determines that the regulated activity may affect any threatened and endangered species or critical habitat. Consultation may occur during the NWP authorization process or the district engineer may exercise discretionary authority to require an individual permit for the proposed activity and initiate consultation through the individual permit process. If ESA consultation is conducted during the NWP authorization process without the District Engineer exercising discretionary authority, then the applicant will be notified that he or she cannot proceed with the proposed activity until ESA consultation is complete. If the District Engineer determines that the activity will have no effect on any threatened and endangered species or critical habitat, then the District Engineer will notify the applicant that he or she may proceed under the NWP authorization.

Corps districts have, in most cases, established informal or formal procedures with local offices of the FWS and NMFS, through which the agencies share information regarding threatened and endangered species and their critical habitat. This information helps district engineers determine if a proposed activity will affect endangered species or their critical habitat and, if necessary, initiate consultation. Corps districts may utilize maps or databases that identify locations of populations of threatened and endangered species and their critical habitat. Regional conditions are added to NWPs, where necessary, to require notification for activities that occur in known locations of threatened and endangered species or critical habitat. For activities that require agency coordination during the notification process, the FWS and NMFS will review the proposed work for potential impacts to threatened and endangered species and their critical habitat. Any information provided by local maps and databases and any comments received during the notification process will be used by the district engineer to make a "may affect" or "not likely to adversely affect" decision. General Condition 25 states that this NWP cannot be used to authorize discharges of dredged or fill material into waters of the United States in designated critical habitat of Federally-listed threatened or endangered species, unless the activity complies with General Condition 11 and the FWS or NMFS has concurred in a determination of compliance.

Based on the safeguards discussed above, especially General Condition 11, the Corps has determined that the activities authorized by this NWP will not jeopardize the continued existence of any listed threatened or endangered species or result in the destruction or adverse modification of designated critical habitat. Although the Corps continues to believe that these procedures ensure compliance with ESA, the Corps has taken some

steps to provide further assurance. Corps district offices have met with local representatives of the FWS and NMFS to establish or modify existing procedures, where necessary, to ensure that the Corps has the latest information regarding the existence and location of any threatened or endangered species or their critical habitat. Corps districts can also establish, through local procedures or other means, additional safeguards that ensure compliance with ESA. Through formal consultation under Section 7 of the Endangered Species Act, or through other coordination with the FWS and/or the NMFS, as appropriate, the Corps will establish procedures to ensure that the NWP will not jeopardize any threatened and endangered species or result in the destruction or adverse modification of designated critical habitat. Such procedures will be included as regional conditions to the NWPs or as special conditions of an NWP authorization, if necessary.

(h) Fish, crustaceans, molluscs, and other aquatic organisms in the food web:

Many activities authorized by this NWP require notification to the District Engineer, which will allow review of those projects to ensure that adverse effects to fish and other aquatic organisms in the food web are minimal. Fish and other motile animals will avoid the project site during construction. Sessile or slow-moving animals in the path of discharges, equipment, and building materials will be destroyed. Some aquatic animals may be smothered by the placement of fill material. Motile animals will return to those areas that are temporarily impacted by the work and restored or allowed to revert back to preconstruction conditions. Aquatic animals will not return to sites of permanent fills. Benthic and sessile animals are expected to recolonize sites temporarily impacted by the work, after those areas are restored. Activities that alter the riparian zone, especially floodplains, may adversely affect populations of fish and other aquatic animals, by altering stream flow, flooding patterns, and surface and groundwater hydrology.

Division and district engineers can place conditions on this NWP to prohibit discharges during important stages of the life cycles of certain aquatic organisms. Such time of year restrictions can prevent adverse effects to these aquatic organisms during reproduction and development periods. General Conditions 17 and 20 address protection of shellfish beds and spawning areas, respectively. General Condition 17 prohibits activities in areas of concentrated shellfish populations. General Condition 20 states that activities in spawning areas during spawning seasons must be avoided to the maximum extent practicable. In addition, General Condition 20 also prohibits activities that result in the physical destruction of important spawning areas. General Condition 21 requires the maintenance of preconstruction downstream flow conditions to the maximum extent practicable, which will help minimize adverse impacts to fish, shellfish, and other aquatic organisms in the food web.

(i) Other wildlife: Activities authorized by this NWP will result in adverse effects to other wildlife associated with aquatic ecosystems, such as resident and transient mammals, birds, reptiles, and amphibians, through the destruction of aquatic habitat, including breeding and nesting areas, escape cover, travel corridors, and preferred food sources. This NWP does

not authorize activities that jeopardize the continued existence of Federally-listed endangered and threatened species or result in the destruction or adverse modification of critical habitat. Compensatory mitigation, including vegetated buffers next to open waters, may be required for activities authorized by this NWP, which will help offset losses of aquatic habitat for wildlife. General Condition 23 states that activities in breeding areas for migratory waterfowl must be avoided to the maximum extent practicable.

(j) Special aquatic sites: The potential impacts to specific special aquatic sites are discussed below:

(1) Sanctuaries and refuges: The activities authorized by this NWP will have minimal adverse effects on waters of the United States within sanctuaries or refuges designated by Federal or state laws or local ordinances. General Condition 25 prohibits the use of this NWP in NOAA-designated marine sanctuaries, National Estuarine Research Reserves, coral reefs, State natural heritage sites, and outstanding national resource waters officially designated by the state where those waters are located. For those sanctuaries and refuges not listed above, division engineers can regionally condition the NWP to restrict or prohibit its use in those areas. District engineers will also exercise discretionary authority and require individual permits for specific projects in waters of the United States in sanctuaries and refuges if those activities will result in more than minimal adverse effects on the aquatic environment.

(2) Wetlands: The activities authorized by this NWP will have minimal adverse effects on wetlands. District engineers will review notifications for certain activities authorized by this NWP to ensure that the adverse effects on the aquatic environment are minimal. Division engineers can regionally condition this NWP to restrict or prohibit its use in certain high value wetlands. See paragraph (e) in Section 4(c)(ii), above, for a more detailed discussion of impacts to wetlands.

(3) Mud flats: The activities authorized by this NWP will have minor adverse effects on mud flats. Small portions of mud flats may be destroyed by the installation of utility lines, but these adverse effects will be minimal. Notification is required for certain activities authorized by this NWP and the notification must include a delineation of special aquatic sites, including mud flats.

(4) Vegetated shallows: The activities authorized by this NWP will have minimal adverse effects on vegetated shallows in tidal waters, since only utility lines and foundations for overhead utility line towers, poles, and anchors can be constructed in tidal waters that may be inhabited by submerged aquatic vegetation. District engineers will receive notification for all utility line activities in Section 10 waters to determine if those activities will result in minimal adverse effects on the aquatic environment. Division engineers can regionally condition this NWP to restrict or

prohibit its use in non-tidal vegetated shallows. For those activities that require notification, the District Engineer will review the proposed work and may exercise discretionary authority to require the project proponent to obtain an individual permit if the work will result in more than minimal adverse effects on the aquatic environment.

(5) Coral reefs: The activities authorized by this NWP may affect coral reefs, but General Condition 25 prohibits the use of this NWP to authorize discharges of dredged or fill material into coral reefs. The activities authorized by this NWP will have minimal adverse effects on coral reefs. Notification to the District Engineer is required for all Section 10 activities authorized by this NWP, so that the District Engineer can review the proposed work and ensure that it results in minimal adverse effects. If the proposed work will result in more than minimal adverse effects on the aquatic environment, the District Engineer will exercise discretionary authority to require the project proponent to obtain an individual permit.

(6) Riffle and pool complexes: The activities authorized by this NWP will have minimal adverse effects on riffle and pool complexes. Division engineers can regionally condition this NWP to restrict or prohibit its use in riffle and pool complexes. Notification is required for certain utility line activities in streams, which will allow district engineers to review the proposed work, and if the adverse effects are more than minimal, exercise discretionary authority to require the project proponent to obtain an individual permit.

(k) Municipal and private water supplies: See paragraph (n) in Section 4(c)(ii), above, for a discussion of potential impacts to water supplies.

(l) Recreational and commercial fisheries, including Essential Fish Habitat: The activities authorized by this NWP may adversely affect waters of the United States that act as habitat for populations of economically important fish and shellfish species. Division and district engineers can condition this NWP to prohibit discharges during important life cycle stages, such as spawning or development periods, of economically valuable fish and shellfish. All discharges into Section 10 waters require notification to the District Engineer, which will allow review of each activity in Section 10 waters to ensure that adverse effects to economically important fish and shellfish are minimal. Division engineers can regionally condition this NWP to require notification in non-Section 10 waters that provide habitat for economically important fish and shellfish. Compliance with General Conditions 17 and 20 will ensure that the authorized work does not adversely affect concentrated shellfish populations or important spawning areas.

Pursuant to Section 305(b)(2) of the Magnuson-Stevens Fishery and Conservation Management Act, the Corps entered into programmatic Essential Fish Habitat consultation with the NMFS. As discussed elsewhere in this document (i.e., Section 4(c)(ii)(g), Section 4(c)(iii)(h), and Section 4(c)(iii)(l)), the NWPs contain provisions that will ensure

that impacts to Essential Fish Habitat are minimal, individually or cumulatively. Division and district engineers can impose regional and special conditions to ensure that activities authorized by this NWP will result in minimal adverse effects on Essential Fish Habitat.

(m) Water-related recreation: See paragraph (m) in Section 4(c)(ii) above.

(n) Aesthetics: See paragraph (c) in Section 4(c)(ii), above.

(o) Parks, national and historical monuments, national seashores, wilderness areas, research sites, and similar areas: General Condition 25 restricts the use of this NWP in designated critical resource waters and adjacent wetlands, which may be located in parks, national and historical monuments, national seashores, wilderness areas, and research sites. This NWP can be used to authorize activities in parks, national and historical monuments, national seashores, wilderness areas, and research sites if the manager or caretaker wants to conduct work in waters of the United States and those activities result in minimal adverse effects on the aquatic environment and do not involve discharges into designated critical resource waters or wetlands adjacent to those waters. Division engineers can regionally condition the NWP to prohibit its use in designated areas, such as national wildlife refuges or wilderness areas.

(iv) Cumulative Impacts:

The cumulative impacts of an NWP generally do not depend on the number of times the permit is used on a national basis but on the number of times the NWP and other DA permits are used within a specific geographic area, particularly a watershed. In a specific watershed, division or district engineers may determine that the cumulative adverse effects of the activities authorized by NWPs are more than minimal. Division and district engineers will monitor and review geographic areas that may be subject to more than minimal cumulative adverse effects. Division and district engineers have the authority to require individual permits where the cumulative adverse effects are more than minimal, or add conditions to the NWP either on a case-by-case or regional basis to ensure that the cumulative adverse effects are minimal. When division or district engineers determine that a geographic area is subject to more than minimal cumulative adverse effects due to the use of the NWPs, they will use the revocation and modification procedures at 33 CFR 330.5. In reaching the final decision, they will compile information on the cumulative adverse effects and supplement this document.

Based on data from past use of NWP 26 for these types of activities and a survey of district offices, the Corps estimates that this NWP will be used approximately 200 times per year to authorize utility line substations, foundations for overhead utility lines, and access roads, with approximately 130 acres of impacts to waters of the United States. The Corps estimates that approximately 270 acres of compensatory mitigation will be required to offset these impacts. For the reissuance of NWP 12 in 1996, the Corps estimated that this NWP would be used to authorize approximately 15,000 discharges for

utility line installation. Of those discharges, approximately 2,000 would have wetland impacts, resulting in impacts to approximately 590 acres of wetlands and the Corps requiring approximately 210 acres of compensatory mitigation for wetland losses. The demand for these types of activities could increase or decrease over the five-year duration of this NWP. Using the current trend, approximately 75,500 NWP 12 activities could be authorized over a five year period until this NWP expires on June 5, 2005, resulting in the loss of approximately 3,275 acres of waters of the United States. To offset those losses of waters of the United States, approximately 1,725 acres of compensatory mitigation would be required. The Corps expects that the convenience and time savings associated with the use of this NWP will encourage applicants to design their projects within the scope of the NWP rather than request individual permits for projects which could result in greater adverse impacts to the aquatic environment.

(d) Additional Public Interest Review Factors (33 CFR 320.4(a)(2)):

(i) Relative extent of the public and private need for the proposed structure or work:

This NWP authorizes utility line activities that have minimal adverse effects on the aquatic environment, individually and cumulatively. These activities satisfy public and private needs by providing delivery systems for electricity, potable water, natural gas, and other substances. The need for this NWP is based upon the large number of these activities that occur annually, with minimal adverse effects on the aquatic environment.

(ii) Where there are unresolved conflicts as to resource use, the practicability of using reasonable alternative locations and methods to accomplish the objective of the proposed structure or work:

Most situations in which there are unresolved conflicts concerning resource use arise when environmentally sensitive areas are involved (e.g., special aquatic sites, including wetlands) or where there are competing uses of a resource. The nature and scope of the activity, when planned and constructed in accordance with the terms and conditions of this NWP, reduce the likelihood of such conflict. In the event that there is a conflict, the NWP contains provisions that are capable of resolving the matter (see Sections 1 and 3 of this document).

General Condition 19 requires permittees to avoid and minimize discharges of dredged or fill material into waters of the United States to the maximum extent practicable on the project site. Consideration of off-site alternative locations is not required for activities that are authorized by general permits. General permits authorize activities that have minimal individual and cumulative adverse effects on the aquatic environment and overall public interest. District engineers will exercise discretionary authority and require an individual permit if the proposed work will result in more than minimal adverse environmental effects on the project site. The consideration of off-site alternatives can be required during the individual permit process.

- (iii) The extent and permanence of the beneficial and/or detrimental effects which the proposed structure or work is likely to have on the public and private uses to which the area is suited:

The nature and scope of the work authorized by the NWP will most likely restrict the extent of the beneficial and detrimental effects to the area immediately surrounding the utility line activity. Activities authorized by this NWP will have minimal adverse effects on the aquatic environment. A provision of the NWP requires that the discharge, including all attendant features, both temporary and permanent, is part of a single and complete project.

As previously stated, the terms, conditions, and provisions of the NWP were developed to ensure that individual and cumulative adverse environmental effects are minimal. Specifically, NWPs do not obviate the need for the permittee to obtain other Federal, State, or local authorizations required by law. The NWPs do not grant any property rights or exclusive privileges (see Section 3 of this document and 33 CFR 330.4(b) for further information). Additional conditions, limitations, restrictions, and provisions for discretionary authority, as well as the ability to add activity-specific or regional conditions to this NWP, will provide further safeguards to the aquatic environment and the overall public interest. There are also provisions to allow suspension, modification, or revocation of the NWP. Refer to Sections 1 and 3 of this document for further information and procedures.

5. EVALUATION OF COMPLIANCE WITH THE GUIDELINES PROMULGATED UNDER SECTION 404(b)(1) OF THE CLEAN WATER ACT (40 CFR Part 230):

The 404(b)(1) compliance criteria for general permits are contained in 40 CFR 230.7.

- (a) Evaluation Process (40 CFR 230.7(b)(1)):

- (i) Alternatives (40 CFR 230.10(a)):

General Condition 19 requires permittees to avoid and minimize discharges of dredged or fill material into waters of the United States to the maximum extent practicable on the project site. The consideration of off-site alternatives is not directly applicable to general permits.

- (ii) Prohibitions (40 CFR 230.10(b)):

This NWP authorizes discharges of dredged or fill material into waters of the United States, which require Section 401 water quality certification. Water quality certification requirements will be met in accordance with the procedures in 33 CFR 330.4(c).

No toxic discharges will be authorized by this NWP. General Condition 18 specifically states that the material must be free from toxic pollutants in toxic amounts.

This NWP does not authorize activities that jeopardize the continued existence of any listed threatened or endangered species or result in the destruction or adverse modification of critical habitat. Reviews of preconstruction notifications, regional conditions, and local operating procedures for endangered species will ensure compliance with the Endangered Species Act. Refer to General Condition 11 and to 33 CFR 330.4(f) for information and procedures.

This NWP will not authorize the violation of any requirement to protect any marine sanctuary. Refer to Section 3 of this document for further information.

(iii) Findings of Significant Degradation (40 CFR 230.10(c)):

Potential impact analysis (Subparts C through F):

The potential impact analysis specified in Subparts C through F is discussed in Section 4 of this document. Mitigation required by the District Engineer will ensure that the adverse effects on the aquatic environment are minimal.

Evaluation and testing (Subpart G):

Because the terms and conditions of the NWP specify the types of discharges that are authorized, as well as those that are prohibited, individual evaluation and testing for the presence of contaminants will normally not be required. If a situation warrants, provisions of the NWPs allow division or district engineers to further specify authorized or prohibited discharges and/or require testing.

Based upon Subparts B and G, after consideration of Subparts C through F, the discharges authorized by this NWP will not cause or contribute to significant degradation of waters of the United States.

(iv) Factual determinations (40 CFR 230.11):

The factual determinations required in 40 CFR 230.11 are discussed in Section 4 of this document.

(v) Appropriate and practicable steps to minimize potential adverse impacts (40 CFR 230.10(d)):

As demonstrated by the information in this document, as well as the terms, conditions, and provisions of this NWP, actions to minimize adverse effects (Subpart H) have been thoroughly considered and incorporated into the NWP. General Condition 19 requires

permittees to avoid and minimize activities in waters of the United States to the maximum extent practicable on the project site. Compensatory mitigation required by the District Engineer will ensure that the net adverse effects on the aquatic environment are minimal.

(b) Evaluation Process (40 CFR 230.7(b)(2)):

(i) Description of permitted activities:

As indicated by the text of this NWP in Section 1 of this document and the discussion of potential impacts in Section 4, the activities authorized by this NWP are sufficiently similar in nature and environmental impact to warrant authorization under a single general permit.

Specifically, the purpose of the NWP is to authorize utility line activities in waters of the United States. The nature and scope of the impacts are controlled by the terms and conditions of the NWP.

If a situation arises in which the activity requires further review, or is more appropriately reviewed under the individual permit process, provisions of the NWPs allow division and/or district engineers to take such action.

(c) Cumulative effects (40 CFR 230.7(b)(3)):

The cumulative effects, including the number of activities likely to be authorized under this NWP, are discussed in Section 4 of this document. If a situation arises in which the proposed activity requires further review, or is more appropriately reviewed under the individual permit process, provisions of the NWPs allow division and/or district engineers to take such action.

6. Final Determinations:

(a) Finding of No Significant Impact:

Based on the information in this document, the Corps has determined that the issuance of this NWP will not have a significant impact on the quality of the human environment. Therefore, the preparation of an Environmental Impact Statement is not required.

(b) 404(b)(1) Compliance:

This NWP has been evaluated for compliance with the Section 404(b)(1) Guidelines, including Subparts C through G. Based on the information in this document, the Corps has determined that the discharges authorized by this NWP comply with the 404(b)(1) Guidelines, with the inclusion of appropriate and practicable conditions, including mitigation, necessary to minimize adverse effects on affected aquatic ecosystems. The activities authorized by this NWP will not result in significant degradation of the aquatic environment.

(c) Public Interest Determination:

In accordance with the requirements of 33 CFR 320.4, the Corps has determined, based on the information in this document, that the issuance of this NWP is not contrary to the public interest.

(d) Section 176(c) of the Clean Air Act General Conformity Rule Review:

This NWP has been analyzed for conformity applicability pursuant to regulations implementing Section 176(c) of the Clean Air Act. It has been determined that the activities authorized by this permit will not exceed de minimis levels of direct emissions of a criteria pollutant or its precursors and are exempted by 40 CFR 93.153. Any later indirect emissions are generally not within the Corps continuing program responsibility and generally cannot be practicably controlled by the Corps. For these reasons, a conformity determination is not required for this NWP.

(e) Public Hearing: A public hearing was held on August 19, 1998, in Washington, D.C. to solicit comments on the proposed modification of this NWP.

FOR THE COMMANDER

HANS A. VAN WINKLE
Major General, U.S. Army
Deputy Commander for
Civil Works